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LAND USE AND CIRCULATION ELEMENTS

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MODESTO URBAN AREA GENERAL PLAN

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Planning Commission Recommendation for Approval to City Council:

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*City planning
Land Utilized* *Modesto*

TABLE OF CONTENTS

	<u>Page</u>
Introduction - Statutory Basis	1
Context of This Plan in the Planning Process	2
Assumptions	3
Objectives (Goals), Supporting Principles, and Implementation	5
1. Employment	5
2. Urban Growth	6
3. Residential Areas	6
4. Commercial Areas	8
5. Industrial Areas	11
6. Public Facilities	12
A. Schools	12
B. Parks & Open Space	13
C. Other Public Facilities	13

TABLE OF CONTENTS (Continued)

	<u>Page</u>
7. Transportation (Circulation)	14
A. Surface Transportation	14
B. Air Transportation	15
Standards	16
1. Residential Areas	16
2. Commercial Areas	19
3. Public Facilities	20
A. Schools	20
B. Parks & Open Space	21
C. Other Public Facilities	21
4. Transportation and Circulation	21

INTRODUCTION - STATUTORY BASIS

The Government Code of the State of California specifies that the city shall adopt a comprehensive, long-term general plan (Section 65300) to include a Land Use Element (Section 65302(a)) and a Circulation Element (Section 65302(b)). These elements of the General Plan have been required since 1955 by state law. The first Modesto Urban Area General Plan was adopted in 1959 and amended in 1965. This plan, then, represents the third Land Use and Circulation Elements for the Modesto Urban Area.

The Land Use and Circulation Elements form the backbone of any General Plan and are necessarily broad in scope. Separate Elements for Housing, Conservation, Open Space, Seismic Safety, Noise, Scenic Highways and Safety as required by Sections 65302 and 65302.1 of the Government Code, are more specific in content. They too are a part of the General Plan but are identified as separate Elements by the State Legislature presumably to suggest that cities and counties direct more detailed long-term planning to these matters to make the General Plan a more comprehensive document.

Finally, Section 34217 of the Government Code specifies that cities and counties, on or before October 1 of each year, shall file an annual report with the Council on Intergovernmental Relations to include the degree to which its general plan complies with state legislation. Consequently, more frequent changes are seen in the Land Use Element and Circulation Element in the future. Section 65860 specifies that zoning shall be consistent with the General Plan, that land uses permitted by zoning shall be compatible with the objectives, policies, general land uses and programs specified in the plan. This will provide the impetus to keep the various Elements of the general plan up-to-date.

CONTEXT OF THE LAND USE AND CIRCULATION ELEMENTS TO THE PLANNING PROCESS

Planning is a process linked to the rapidly changing characteristics of the Modesto Urban Area. The Land Use and Circulation Elements of a General Plan are part of that process. Plans and Elements of Plans should not be static any more than the urban areas they represent. Neither can the General Plan be all-inclusive, but only one part of a planning process.

The Land Use and Circulation Elements were prepared with these key objectives in mind: to update the Modesto Urban Area General Plan of 1965 to 1974 realities and to meet the state deadlines for zoning in conformity with the General Plan as soon as possible.

The Land Use and Circulation Elements do not reflect profound changes; they are based on current trends. The Elements do not project very far into the future, other than to denote urban reserve areas, because of the key studies pending that will help to shape the future: an Urban Growth Study currently underway by the Council Public Projects Committee and a County-wide Transportation Study that will forecast the urban area's future, based on current trends to 1975, 1980 and 1995.

Elements of the General Plan should reflect pertinent changes in city policy as may be made by the urban growth and other studies. The Elements should be amended more often than the six to seven year interval of times past. The diversity of opinion regarding the city's future growth per se, its geographic direction, its rate, etc., also suggests that alternative general plans for the city's long term future be developed. It is Planning staff intent to develop alternative growth patterns for the future of the urban area for testing as part of the Transportation Study and through this effort, provide choices for the people of Modesto. This study is already well underway, but in the interim, this 1974 amendment of the Land Use and Circulation Elements will suffice.

ASSUMPTIONS

1. Employment

The Modesto Urban Area will continue to dominate the County's economy as the principal employment area, containing the County's key food processing area, shopping center, wholesale center, medical center, and government center. The Stanislaus Area Transportation Study notes a 1970 employment of 41,580 jobs, and projects a 1995 employment of 79,280 jobs, based on 1960-1970 trends.

By 1995, 35,550 jobs or 45 percent of the employment will be in retail trade and service categories with a fairly general distribution throughout the urban area and concentrated in shopping centers and the downtown. This represents a sizable increase; the 1970 employment in these categories was 38 percent. By 1995, 10,900 jobs of 13.7 percent will be in food and kindred manufacturing located in the industrial areas along the railroads. Of the remaining 32,830 jobs in 1995, 6,880 jobs will be in other types of manufacturing also located predominantly along the railroads; 6,080 jobs will be in government, concentrated downtown; and the remaining jobs, in various categories located throughout the community.

2. Population

The Modesto Urban Area will continue to increase in population based on Transportation Study current trends projections:

<u>Year</u>	<u>City of Modesto</u>	<u>Modesto Urban Area</u> (Generally as Identified in the Plan)
1970	61,712	96,470
1995	144,000	165,800

3. Urban Growth

It is assumed that as urban growth pressures warrant, sanitary trunk sewer extensions will be made into the urban reserve. It is also assumed that such extensions will be preceeded by amendments to the Land Use Element of the General Plan and subject to environmental review.

Agricultural land preservation will be a viable, competing use of land because of the preservation policies in the County General Plan, exclusive agricultural zoning, and Williamson Act contracts. All of these influences will tend to raise land values and tend to result in more dense forms of urbanization than have been the pattern of the past. A more compact urban form will result.

4. Housing

The trend towards more multiple family units and attached single-family units will continue with conventional, single-family detached housing representing less than half of the total housing units produced. With a variety of housing types in most General Plan neighborhoods as an objective, overall neighborhood housing densities should increase as they have in the recent past. The 1965 Modesto Urban Area General Plan proposed neighborhood housing densities of 4 to 6 dwelling units per net acre. This Land Use Element anticipates a housing density of 10.3 dwelling units per acre at capacity in newly developing neighborhoods although somewhat lower densities are considered more typical. It should not be assumed that a sudden doubling of housing densities will occur. A transition from 4 to 6 units per acre to higher densities has been occurring since the mid-1960's.

5. Circulation (Transportation)

The on-going Stanislaus Area Transportation Study will be the basis for the future updating of the street system as shown in the Land Use and Circulation Elements. For the first time, potential freeway alignments for State Highways 108 (McHenry Avenue and Crows Landing Road) and 132 (Yosemite Boulevard) are not shown. The Transportation Study will determine whether additional freeways are needed and if so, where transportation corridors might be located. It is assumed that buses will fill Modesto's mass transit needs for the foreseeable future, with the future system to be detailed in a pending County-wide transit study.

6. Public Facilities

It is assumed that the neighborhood school concept will continue, that open space acquisitions along the City's two natural waterways will continue, and that City park/school acquisition policies will continue. It is also assumed that branch locations will continue to be used for libraries and fire stations.

OBJECTIVES (GOALS), SUPPORTING PRINCIPLES, AND IMPLEMENTATION

Long range objectives and their supporting principles are more meaningful if backed by short range implementation tools. The 1959 and 1965 Modesto Urban Area General Plans have been implemented by means of a strong linkage between current and long-term planning. For this reason, this text notes long-term planning goals and current planning tools to implement them as well.

1. Employment

Objectives:

- a. Encourage a diversified economic base to provide varied job opportunities for all of the residents of the community.
- b. Provide for transportation linkages from place of residence to place of employment opportunity.

Principles:

- a. Permit full-time employment to balance seasonal employment of food industries; permit employment that builds on the urban area's economic strengths: food processing, retail and wholesale trade and services, medical and government.
- b. Concentrate areas of employment so that bus lines can function more efficiently. Four areas of employment concentration are:
 - Food processing and other manufacturing - concentrate along the rail lines
 - Government and private offices with high number of employees - concentrate downtown
 - Medical offices - concentrate near hospitals
 - Community and regional shopping uses - concentrate in shopping centers located to best serve residential areas
- c. Encourage multiple family housing, particularly for low and moderate income residents along bus routes to provide a public transportation alternative for the commute to work.

Implementation:

- a. Sanitary sewer capacity limits the addition of any new "wet" industry to the urban area, only permits expansion of the present "wet" industries.
- b. An abundant amount of general plan industrial area with zoning to match

exists for manufacturing concerns. Many medical offices are congregating around the hospitals in the urban area on lands zoned for offices. The main challenges are to limit commercial development to shopping centers and to limit offices with substantial employment to a concentrated core in the downtown.

- c. Staff can assist in the site selection of public housing and zoning for multiple family housing, in general. The Housing Element will cover this matter more thoroughly.

2. Urban Growth

Objective: Avoid the wasteful and inefficient sprawl of urban uses into the prime agricultural land surrounding the urban area.

Principles:

- a. Encourage preservation of agriculture on quality soils.
- b. Develop a city with an efficient land use pattern.

Implementation:

- a. Support the County's exclusive agricultural zoning and Williamson Act contracts which assist agricultural land preservation; support agriculture as a viable interim use within the urban area until urban development is justified.
- b. Provide for an evaluation of the timing of each proposed sanitary sewer trunk extension prior to its final budgeting and construction. The urban growth study currently underway should set standards.
- c. Provide for quality growth within the boundaries of the ultimate sanitary sewer service area as identified on the map attached to this text.
- d. Develop incentives for higher densities and better development within areas currently served by sanitary sewer, such as: use of the P-D zone to accommodate higher densities of residential development in established areas, use of the Downtown P-D zone to encourage highest residential and office densities in the core of the city.

3. Residential Areas

Objectives:

- a. Encourage attractive, safe, residential areas that provide for the diverse housing needs of the community.

- b. Prevent and eliminate health and safety hazards, physical deterioration, and other blighting influences in residential areas.
- c. Consider the implications of various residential density patterns on the geographic extent of the city and on the Transportation System - the bus system as well as the street and highway system.

Principles:

- a. Continue the neighborhood concept of residential areas served by neighborhood parks, elementary schools, a neighborhood shopping center, and a collector street pattern connecting these uses.
- b. Continue encouraging within each neighborhood a variety of housing types: condominiums and rentals as well as conventional owner-occupied units; single family attached units, townhouses and apartments as well as detached single family units; unit prices for low and moderate income families as well as middle income families; units in a variety of types for couples and individuals as well as large units for families with several children, etc.
- c. Conserve existing, sound housing and existing neighborhoods from avoidable adverse land use and zoning changes, traffic increases, and other potentially blighting influences.
- d. Provide alternative urban growth patterns as part of the next comprehensive update of the Modesto Urban Area General Plan; encourage residential patterns which strengthen the urban area's transportation system.

Implementation:

- a. Continue neighborhood zoning and development plans for emerging residential areas (see Standards Section for a Prototype).
- b. Prepare neighborhood zoning and conservation plans for older, developed neighborhoods, particularly those that are undergoing or are about to undergo significant land use changes.
- c. Implement zoning and development plans with the assistance of the zoning ordinance, subdivision regulations and capital improvement program backed by such policies as mobile home park standards, multi-family development standards, etc.
- d. Implement zoning and conservation plans for older areas by implementing policies and programs as developed in the future and as identified in Phase III, Housing Element of this General Plan.
- e. Through the Stanislaus Area Transportation Study, develop and analyze alternative patterns of residential density and employment concentration to enable the community to choose among alternatives for urban form and transportation.

- f. Attempt to locate elderly housing along bus routes and as near as possible to essential private and public services.

4. Commercial Areas

Objectives:

a. Central Business District (CBD)

The CBD should remain a strong, identifiable center for the entire Stanislaus County area; serving as the regional center for office employment, finance, government, culture, and the hub for the circulation and transit systems, and a specialty shopping district for the urban area.

b. Regional Shopping Centers

Regional Shopping Centers should provide for the comparison shopping needs of the regional trade area and be located to be efficiently served by the regional transportation system. Comparison shopping goods are those where an evaluation between like articles is made by the consumer before purchase.

c. Other Shopping Centers and Strips

A hierarchy of smaller centers and strips should meet the more frequent retail needs (convenience shopping goods and some comparison shopping goods) of residential neighborhoods and larger sections within the urban area. Compatibility with surrounding residential areas should be emphasized. Convenience shopping goods are food, drugs and personal services requiring several shopping trips each week.

d. Wholesale, Warehousing, Utilities, Transportation and Communications

Provision of sufficient land with a central location to the service area and good access to the circulation system should be made to meet the needs of wholesalers, warehousing, utilities, construction, transportation and communication industries.

e. Offices

To meet office needs of the community by concentrating those offices with high numbers of employment in the CBD and concentrating the rest based on these criteria: relationship to the circulation and bus systems, relationship to other concentrations of nonresidential land use, and convenience to residents being served.

Principles:

a. Central Business District (CBD)

- (1) The CBD should be visually prominent as the region's center because of its importance as a regional concentration of office buildings, utility offices, government offices, and office headquarters for financial institutions.
- (2) The CBD should continue to be the hub of the transportation system, specifically the bus system and other forms of mass transit that may evolve; the street and highway system together with a complementary off-street parking system; and when needed, a shuttle service link to the airport.
- (3) The CBD should be an area of greatest residential density to meet the housing needs of a portion of the population who desire to live close to downtown employment, services, and amenities.
- (4) The CBD should provide specialized commercial facilities, such as a concentration of restaurants to serve office workers, shoppers and residents; and speciality shops which thrive by clustering.
- (5) The CBD should continue to be the region's cultural center with the central county library, the major art and history museum, and a proposed regional auditorium complex including a theater, sports arena, exhibition hall, and meeting rooms.

b. Regional Shopping Centers

A regional shopping center should be located on one site with supportive commercial sites, as necessary, located nearby. There should be sufficient land use control to assure compatibility to the adjacent neighborhoods. The regional shopping center together with adjacent commercial sites while constituting a retail center of regional magnitude, should not be the site for those types of office employment which are better located in the CBD. These include large office employers and most government and finance offices.

c. Other Shopping Centers and Strips

Most comparison shopping needs and some convenience shopping needs are served in two basic forms - the lineal commercial strip pattern along major streets, a contemporary holdover of past zoning patterns that the plan attempts to curtail, and community shopping centers. The long lineal commercial strips like McHenry Avenue have enough floor sales area to discourage the development of community shopping centers elsewhere. Most of the convenience (daily) shopping needs are provided by the Neighborhood Shopping Center with sites at approximately one-mile intervals along most major streets in residential areas.

d. Wholesale, Warehousing, Utilities, Construction, Transportation, and Communications

These uses require a central location within the region, well served by freeways and major streets, and while compatible with industrial activities, can be disruptive within or adjacent to residential areas.

e. Offices

To the extent possible, concentrate offices as follows:

- (1) All offices in general, particularly those characterized by large numbers of employees - location in the Central Business District to bolster the transportation system, and particularly the bus system.
- (2) Medical offices - location concentrated about the hospitals in the urban area and in or adjacent to shopping centers to serve the convenience of residents.
- (3) Offices not characterized by large numbers of employees that service the needs of the surrounding residential areas - location in or adjacent to shopping centers or in existing commercial strips.

Implementation:

a. Central Business District (CBD)

- (1) The CBD as the County's most concentrated urban area with the greatest diversity of uses, warrants a separate master plan which should be prepared in the future.
- (2) The Downtown P-D zone provides needed flexibility in accomodating new uses in the CBD portion of downtown.
- (3) By policy direction, project review, and zoning actions the City should make it clear that major business and government office activity should be located within the downtown.
- (4) As a part of the annual preparation of the Capital Improvement Program, by operation of public off-street parking lots, and operation of the bus system, the City should encourage bus ridership to downtown.
- (5) With potential County financial assistance for an auditorium complex accompanied by some influence in the site selection, if the present site at 17th, H and I Streets proves unacceptable, the City should insist that the complex be located within the downtown grid.

b. Regional Shopping Centers

It will be some time before the Modesto Trade Area can support a second regional shopping center, assuming Modesto Mall is developed at the Beckwith interchange. At that time if such a proposed center meets the standards as set forth in this plan, planned development zoning can be utilized specifying department stores as the first phase of construction. The plan does not indicate the location of a second regional shopping center at this time because it is too premature.

c. Other Shopping Centers and Strips

For the high performance that usually accompanies plot plan review, most contemporary zoning implementation is via H-1 zoning (strips) or P-D zoning (centers). A one corner policy should apply to the development of community shopping centers; it already applies to neighborhood shopping centers. These centers should meet criteria in the standards section of this plan. The plan does not recognize retail uses smaller than the neighborhood shopping center even though they do exist. Such uses should be based upon individual zoning decision and zoning policies.

d. Wholesale, Warehousing, Utilities, Construction, Transportation, and Communication

Generally, ample industrial zoning in appropriate locations exists for these uses. Existing smaller lot subdivisions in larger industrial tracts serve the need.

e. Offices

Professional Office (P-O) zoning and P-D zoning meet the need if applied according to office objectives and principles. There is more at stake than neighborhood compatibility, a frequent justification for stripping major streets with offices. The offices generate traffic best handled at other centers of activity; the office employees need the services provided by shopping centers; the office customers can save time when offices and shops are in close proximity.

5. Industrial Areas

Objectives:

- a. Provide for a range of employment opportunity in firms that are compatible with the environment.
- b. Industrial areas should be served well by the bus system as well as the street and highway system.
- c. Industrial areas should be located centrally to the urban area and in concentrated patterns.

Principles

- a. Environmental compatibility of industrial areas is not based solely on landscaping and plot plan compatibility with adjacent land uses. As critical are the discharges they make into the air and sanitary sewer system. In addition, very rapid expansion of the industrial base, regardless of how "clean" the industries might be, would produce a rapid increase in population, decrease in housing availability, and environmental problems.

- b. Concentrated employment areas should be served by the bus system. Industrial areas with their vast acreages and sprawling buildings should accommodate needed major street and freeway alignments, as well as railroad spurs. Industrial areas should have master plans approved by local government.

Implementation:

- a. Staging of industrial growth has not been a problem as yet in the Modesto urban area. Planning in advance to avoid a damaging rapid industrial growth rate (relocation of large employers from outside the urban area as one example) is difficult. The nature of the food processing industry is one of single-story expansiveness. To properly serve it, vast tracts are identified in the general plan, the lands are zoned industrial and sanitary sewer trunks are installed to serve it. This stage is also set for potential rapid, non-food processing industrial expansion. This has not occurred nor may it ever occur. But there are few safeguards should circumstances change. The potential poses an urban growth problem for the community. This land resource is regulated by the County (zoning and subdivision regulations) and the City (sanitary sewer service).
- b. The 1965 Modesto Urban Area General Plan suggested more work in the area of industrial land use. These Elements reiterate the recommendation with concerns for: north-south major street linkages through the Beard Industrial Area; appropriate buffering of industrial areas from adjacent residential areas, a matter generally ignored because urban growth pressures have not placed the two areas in close proximity until recently; and as the bus system expansion permits, service to industrial areas.
- c. Future annexation of industrial areas on the city's fringe would assist the City in meeting these General Plan objectives. It is acknowledged that at present this does not appear politically feasible and more important, there is insufficient state annexation enabling legislation.

6. Public Facilities

A. Schools

Objectives:

To place a hierarchy of schools in close proximity to the residential areas that they serve to maximize the opportunity for children to walk or bike to school, minimize the extent of bussing, reduce use of private vehicles, and maximize the use of adjoining school and park facilities.

Principles:

- a. Make school and park site planning an integral part of neighborhood planning.

- b. Develop neighborhood and community recreation centers by use of the adjoining school and park sites.

Implementation:

- a. Continue coordination between the City and the school districts in monitoring development so that adequate time exists to plan and acquire sites for new schools and parks before subdivision activity prevents acquisition of the best sites.
- b. Continue to predetermine the optimum school and park sites and related street patterns in advance of subdivision and zoning changes. This planning should be an integral part of neighborhood zoning and development plan preparation.
- c. Continue planning for joint acquisition of school and adjacent park sites; continue design coordination of sites to achieve maximum benefit from their close proximity; encourage work toward recreational and educational programs that maximize the use of these facilities.

B. Parks and Open Space

Please refer to the Open Space and Recreation Element of the General Plan.

C. Other Public Facilities

Objectives:

These other public facilities also need adequate sites and key locations within the urban area: Government activities, libraries, fire stations, general hospitals and clinics.

Principles:

- a. Government activities, libraries and general hospitals in addition to having good major street access, need bus service for both employees and the clientele.
- b. Fire stations need to be distributed throughout the urban area to minimize response time to commercial and industrial developments as well as to residential areas.

Implementation:

- a. Effort should be made in the future to first plan bus system corridors and to then provide for the location of public facilities along these corridors.

- b. For city facilities, budget funds through the Capital Improvement Program for site acquisition at strategic locations in keeping with the standards as noted in these Elements.
- c. With the guidance of Comprehensive Health Planning's plans and specific recommendations regarding health needs, carefully consider P-D zoning requests for new and expanding health facilities.

7. Transportation and Circulation

A. Surface Transportation

Objectives:

- a. Provide a balanced transportation system for the urban area: streets and highways for vehicular use; adequate off-street parking at centers of activity; a bus system; and bikeways.
- b. Plan a bus system as an alternative to the automobile to be used by employees, shoppers, and those without access to an automobile (youth, elderly, poor).
- c. Provide for a hierarchy of streets and highways that serve the diverse transportation needs of the urban area. The streets and highways should also preserve the integrity of residential neighborhoods, parks and open space systems and concentration of non-residential activity such as shopping areas, industrial parks, etc.

Principles:

- a. Work toward identifying transportation corridors for several modes of transportation that can accommodate buses today and automated transit in the future, as one example.
- b. Meet the transportation needs as expressed in the principles as previously stated regarding other land use activities, and as detailed in the Standards portion of these Elements.

Implementation:

- a. Continue to develop the Stanislaus Area Transportation Study to determine the major streets, expressways and freeways necessary to future population, employment and land use; monitor the study and inputs, and revise the study as necessary.
- b. Continue to assist the State in the development of a transit plan.
- c. Continue preparation of neighborhood zoning and development plans, one principal feature of which is street planning at the neighborhood level.

B. Air Transportation

Objectives:

Provide for the various air transportation needs of the urban area.

Principles:

- a. Continually evaluate and provide for the potentially competing needs of various types of aviation at the City-County Airport:
 - commercial airlines, (passengers)
 - commercial airlines, (freight)
 - corporate private aircraft, (business, everything from crop dusters to executive jets to flight schools)
 - individual private aircraft (business and recreation).
- b. Consider means of minimizing conflicts between air transportation and its supporting ground facilities and the rest of the community.
- c. Evaluate the need for heliports at general hospitals and elsewhere.

Implementation:

- a. Continue airport facilities planning through the adopted County Airport Master Plan and City-County Airport facilities planning through a master plan to be developed, and its implementation.
- b. Provide adequate buffers between air facilities and adjacent uses through zoning and as necessary, land easement acquisition.
- c. Consider improved surface transportation linkages with the City-County Airport.
- d. Continue work on an urban trails and bike path system.

STANDARDS

1. Residential Areas

a. Housing Densities and Location, New Housing Areas

The "Neighborhood Zoning and Development Plan Prototype", next page, outlines the physical orientation of housing to a typical street pattern. This prototype is a point of departure of new neighborhood zoning and development planning. In most cases, while the east-west dimension is one mile, the north-south dimension is $3/4$ of a mile in the Modesto Urban Area accounting for slightly higher housing densities.

The prototype neighborhood employs four densities* of housing:

(1) Medium-High Density Housing

- Density: 15 to 30 dwelling units (du) per acre, typically 20-25 du per acre.
- Location: Up to 300' deep strips along major streets from the intersection of two major streets to the first collector street, or $1/4$ mile, whichever occurs first.
- Typical zoning: R-3 or P-D

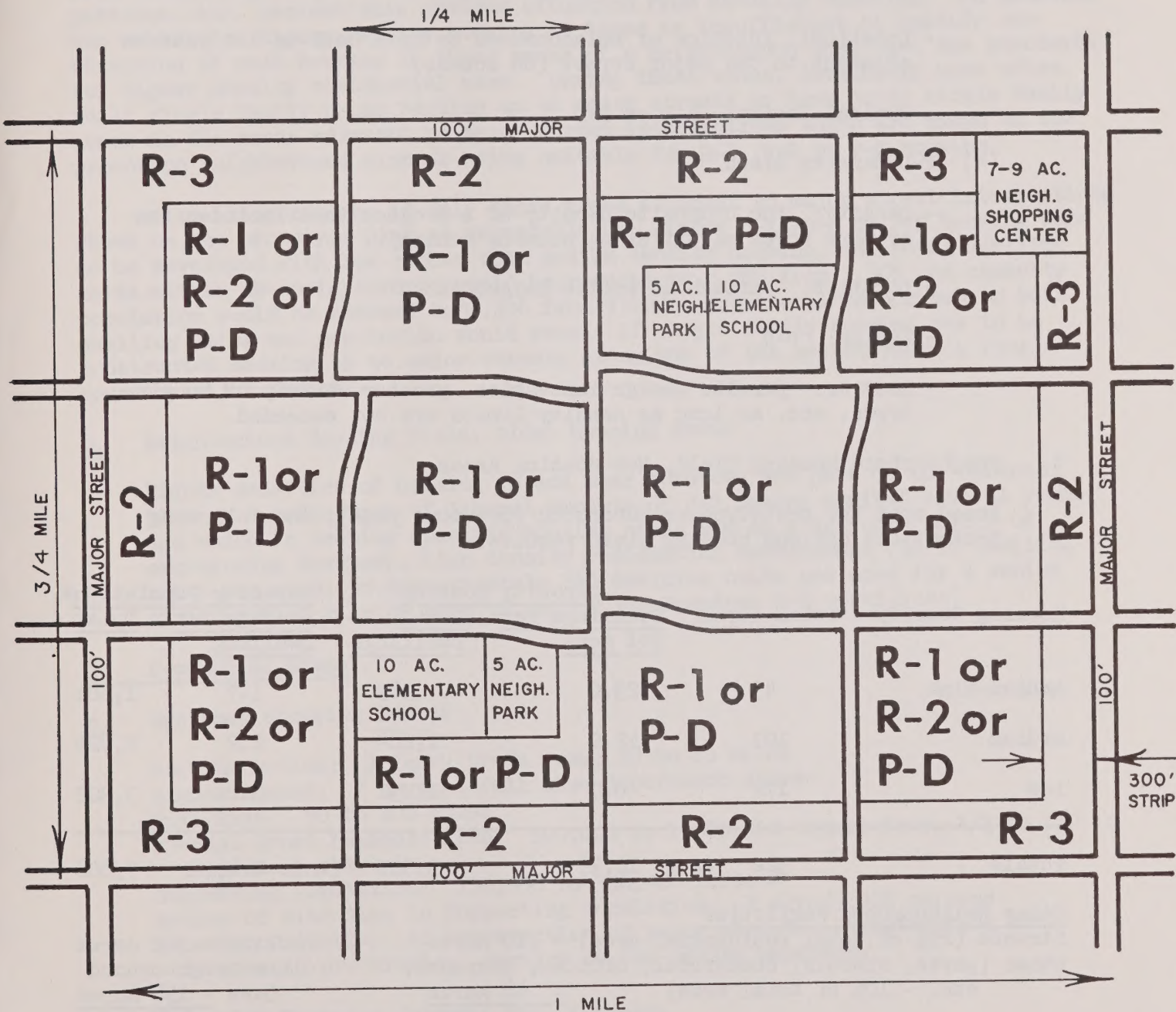
(2) Medium Density Housing

- Density: 8 to 14 dwelling units (du) per acre; typically 12 du per acre.
- Locations:
 - (a) up to 300' deep strips along major streets, between each of two collector streets nearest each of the two major streets that border the neighborhood.
 - (b) at the "corner" 40 acre parcels in the neighborhood closest to the major streets as attached single family residences, very low density garden apartments, etc.
 - (c) as a mobile home park at the intersection of collector streets or along a major street (not shown on prototype).
- Typical zoning - R-2 or P-D.

*All acreages used in the above densities are "not" acreages - that land area utilized for housing, (streets excluded).

NEIGHBORHOOD ZONING & DEVELOPMENT

PLAN PROTOTYPE



60' COLLECTOR STREET GRID,
OFFSET INSIDE NEIGHBORHOOD
TO PROHIBIT THRU TRAFFIC

(3) Low Density Housing

- Density: 3 to 10 dwelling units (du) per acre; typically conventional, detached single-family housing at 6 du per acre.
- Location: interior of neighborhood or in a back-up lot pattern adjacent to the major street (no access)
- Typical Zoning: R-1 or P-D

(4) P-D Density Blend

- Density: the composite density of a project that includes two or more acres of differing housing density.
- Location: throughout entire neighborhood
- Zoning: P-D
- Remarks: permits design innovation, greater variety of housing types, etc. as long as density limits are not exceeded.

b. Neighborhood Housing Yield, New Housing Areas

Based upon the prototype neighborhood (previous page), the following theoretical optimum housing yield results:

<u>Housing Density</u>	<u>Total Acres</u>	<u>Capacity Housing</u>		<u>Capacity Population*</u>	
		<u>Dwellings Per</u> <u>Net Acre</u>	<u>Total</u> <u>Dwellings</u>	<u>Average Per</u> <u>Dwelling</u>	<u>Total</u>
Medium-High	43	23.0	989	1.7	1,681
Medium	107	12.0	1,284	2.2	2,825
Low	172	6.0	1,032	3.2	3,302
Totals	322 (Avg. 10.3)		3,305	(Avg. 2.4)	7,808

Other Neighborhood Facilities

Streets (25% of total residential area) - 110 Acres	Housing - 322 Acres
Other (parks, schools, commercial, offices, churches, etc. - 10% of total area) - 48 Acres	Other Neighborhood Uses - 158 Acres
Subtotal 158 Acres	Total - 480 Acres

*Based Upon 1970 Census: 1.7 person average for apartment of 5 units or more; 2.2 person average for duplexes, triplexes and fourplexes; 3.2 person average for single-family residences.

The housing and population figures contained in the opposite table represent an optimum situation. Typically irrigation laterals, an excessive amount of non-residential uses (over and above the 10% allotted in the table), poor subdivision patterns, etc. prevent this optimum situation from actually occurring. In addition the market for higher density housing at times is insufficient to justify construction of such housing in those areas of a neighborhood that meet the standards for higher density residential uses. During these times, developers have often built single family homes backing up to major streets or have built single family homes in the areas adjacent to major street intersections which are shown on the prototype neighborhood plan as being suitable for R-1, R-2 or P-D housing.

As an illustration, if only those areas adjacent to major street intersections shown on the prototype plan as acceptable for either R-1, R-2 or P-D housing were to be developed with low rather than medium density housing, the total dwelling units within the neighborhood would be reduced to 2,886 from 3,305 and capacity population would be reduced to 7,306 from 7,808. Additional reductions in both dwelling units and population would result if single family housing was to be constructed backing up to major streets along any of the neighborhood's four boundary major streets.

c. Neighborhood Housing Yield, Older Housing Areas

Higher densities of housing in and near downtown are part of the General Plan as a reflection of liberal amounts of R-2 zoning applied several years ago which is meeting specific housing needs and as a definite policy of encouraging downtown, high density residential development (30/50 dwelling units per acre; to approximately 540 dwelling units per acre for a senior citizens high rise by careful use of the Downtown P-D provisions)

2. Commercial Areas

a. Regional Shopping Center

Service Radius: Primary trade area, 10 to 15 miles
Anchor Tenant: 2 or more full line department stores
Site Size: 50 to 100 acres
Average Gross Leasable Area: 500,000 to 1,000,000 square feet; 1/3 to 1/2 in department stores
Supporting Population: 150,000 to 300,000 persons
Ratio of Site Size to Supporting Population: 1 acre/3,000 persons
Location Criteria: At intersection of major streets; expressway(s) and freeway(s) preferable. Service by bus system mandatory

b. Community Shopping Center

Service Radius: Urban Area
Anchor Tenant: Junior department store or discount store, or department store
Site Size: 10 to 30 acres

Average Gross Leasable Area: 100,000 to 300,000 square feet
Supporting Population: 20,000 to 60,000 persons
Ratio of Site Size to Supporting Population: 1 acre/2,000 persons
Location Criteria: At intersection of major streets; service by bus system preferable

c. Neighborhood Shopping Center

Service Radius: 1/2 mile, primary area
Anchor Tenant: Supermarket; 20,000 square foot minimum gross leasable floor area
Site Size: 7 to 9 acres
Average Gross Leasable Area: 60,000 to 100,000 square feet
Supporting Population: 7,000 to 9,000 persons
Ratio of Site Size to Supporting Population: 1 acre/1,000 persons
Location Criteria: On major streets, preferably at intersections

3. Public Facilities

A. Schools

(1) Elementary Schools

Walking Service Radius: 1/2 mile
Site Size: 10 acres
Location Criteria: On a collector street, preferably on or near an intersection with another collector street; playground facilities oriented to adjacent neighborhood park; interior neighborhood location preferable to provide a service area bounded by major streets.
Enrollment: 500 to 700 students

(2) Junior High School and Senior Elementary School

Walking Service Radius: 1-1/2 miles
Site Size: 20 acres
Location Criteria: Intersection of collector streets or collector and major street
Enrollment: 650 to 1,000 students; ideally 650 to 750 students

(3) Senior High Schools

Urban Service Radius: 2 miles
Site Size: 40 acres
Location Criteria: Intersection of collector and major street; play field facilities oriented to adjacent community park
Enrollment: 1,000 to 2,400 students; ideally 1,800 students

B. Parks and Open Space

Please refer to the Open Space and Recreation Element of the General Plan.

C. Other Public Facilities

(1) Governmental Offices

Location Criteria: If characterized by a large number of employees - downtown preferable; otherwise location on a major street served by the bus system. Sites are not specified on the plan.

(2) General Hospitals

Location Criteria: At a major street intersection served by the bus system; preferably near an expressway or freeway. Sites are not specified in the plan.

(3) Libraries

Location Criteria: On a major street, preferably with good access to a major street intersection or expressway intersection or freeway interchange; location best meeting service radii outlined below.
Service Radius: High value development - 1 mile, High density residential - 1-1/2 miles, Low density residential - 2 miles.

4. Transportation (Circulation)

a. Public Bus System

Location: Throughout urban area, not delineated on General Plan

Access to System: Residences, schools, shopping areas, medical facilities, etc., within 1/4 mile walking distance of a street serving as a bus route shall be considered within the primary service area. Distance shall not include areas beyond canals, railroads or expressways without pedestrian crossings.

Design Consideration: The system should be designed to serve these needs:

(1) Those without access to the private automobile:

- Youth and elderly - from place of residence to medical, religious, shopping, recreational and cultural facilities and in a more limited sense other residences and back
- Low income employees - from place of residence to work and back

- Moderate income and other families with more than one wage earner who cannot afford two cars or do not want two cars - from place of residence to work and back.

(2) An alternative form of transportation to those with private automobiles:

- The 8:00 a.m. and 5:00 p.m. rush hour "crowd" - office employees in particularly - from place of residence to work and back.
- M.J.C. students - day and evening - from place of residence to M.J.C. and back.

b. Freeways

Location: As identified on the General Plan and as identified at a later time as part of the Stanislaus Area Transportation Study.

Access to Freeways: Limited to grade separated interchanges with major streets and expressways.

Design Considerations: Back up lot treatment required for all uses. A study should be made as to suitable sound barriers (walls, landscaping, etc.) for residential areas, existing and proposed, adjacent to the freeway.

c. Expressways

Location: Given additional study via the ongoing Transportation Study, a loop expressway system should be featured in the urban area.

Access to Expressways: As possible, limited to at-grade intersections with major streets and expressways; prohibition of collector and local street intersections; prohibition of individual lot access excepting utility substations, etc.

Design Considerations: Same as freeway

d. Major Streets

Location: Approximately on a one-mile grid throughout the urban area.

Access to Major Streets: From residential areas, as possible: limited to intersections with major streets and collector streets (not local streets); prohibited to single-family residences (back up lots); permitted for common driveways for multi-family projects with the desired spacing between driveways of 200 feet or more.

From non-residential

areas, as possible: Limited to intersections with major streets and collector streets (not local streets); separate freight and customer accessways encouraged to link properties with intersecting collector streets; permitted for common driveways with the desired spacing between driveways of 200 feet or more.

Design Considerations: Increases in the traffic handling capabilities of major streets, such as the removal of on-street parking lanes and installation of raised medians should be considered before imposing traffic on parallel collector streets in adjacent residential areas.

e. Collector Streets

Location: Residential areas - Approximately on a one-quarter mile curvilinear grid within neighborhoods throughout the urban area. Except as delineating a neighborhood boundary, collector streets are not shown on the general plan map.

Non-residential areas - One-quarter mile grid.

Access to collector streets: All streets and individual lots.

Design Considerations:

- (1) Collector streets should provide direct linkages (curvilinear patterns encouraged however) from the residences within a neighborhood to neighborhood facilities within the same neighborhood, such as schools, parks, shopping areas, churches, etc., and a connection to peripheral major streets but not to peripheral expressways or freeways.
- (2) Collector streets should be designed to intersect major streets at 1/4 mile intervals, the optimum interval for traffic signalization of the major street.
- (3) Collector streets should cross major streets with four-way intersections to facilitate major street traffic signalization but should not be continuous alignments through two or more neighborhoods as their function is not to serve as through traffic arteries. Several "through" collector streets are acknowledged based on their pre-existence as county service roads to agricultural areas.

f. Residential or Local Streets

Location: Throughout urban areas, not delineated on the General Plan map.

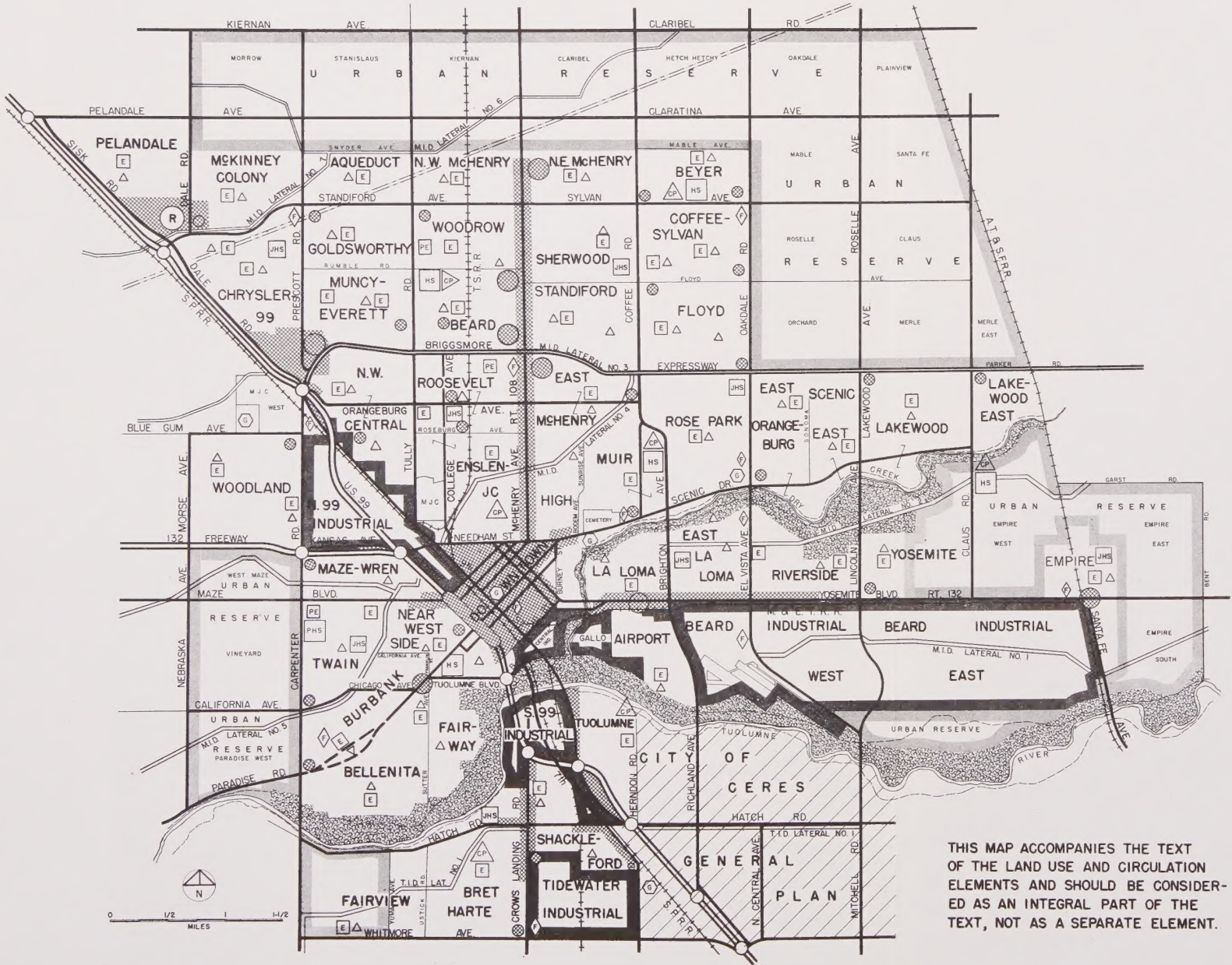
Access to residential

and local streets: Collector streets and individual lots; should not intersect with major streets and expressways; should not interchange with freeways.

Design Considerations: Adequately handled by subdivision specifications and regulations.

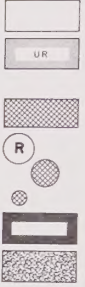
LAND USE AND CIRCULATION ELEMENTS - AUGUST 1974

MODESTO URBAN AREA GENERAL PLAN



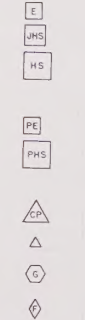
LAND USE

- RESIDENTIAL
- URBAN RESERVE
- COMMERCIAL
 - GENERAL COMMERCIAL
 - REGIONAL CENTER
 - COMMUNITY CENTER
 - NEIGHBORHOOD
- INDUSTRIAL
- MAJOR OPEN SPACES



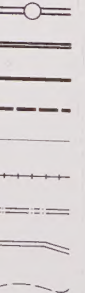
PUBLIC AREAS

- PUBLIC SCHOOLS
 - ELEMENTARY
 - JUNIOR
 - HIGH
- PRIVATE SCHOOLS
 - ELEMENTARY
 - HIGH
- PARKS
 - COMMUNITY
 - NEIGHBORHOOD
- GOVERNMENT OFFICES
- FIRE STATIONS



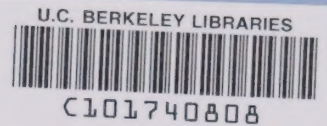
CIRCULATION

- FREEWAYS (WITH INTERCHANGE)
- EXPRESSWAY
- MAJOR STREET
- FURTHER STUDY
- COLLECTOR STREET
- RAILROAD
- HETCH HETCHY (AQUEDUCT)
- CANAL
- FLOODWAY AS DESIGNATED BY THE STATE RECLAMATION BOARD.



THIS MAP ACCOMPANIES THE TEXT OF THE LAND USE AND CIRCULATION ELEMENTS AND SHOULD BE CONSIDERED AS AN INTEGRAL PART OF THE TEXT, NOT AS A SEPARATE ELEMENT.

MODESTO CITY COUNCIL - AUGUST, 1974



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